



Office of Drug Control Policy

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ADMINISTRATION CONTINUES COMMITMENT TO SUBSTANCE ABUSE

Governor Ernie Fletcher



Fletcher

In the early weeks of this administration, we made it a priority to address and reduce substance abuse in the Commonwealth. The priority is not just enforcement, treatment or education, but the way in which we analyze, react, plan and implement initiatives regarding substance abuse.

We said we would treat substance abuse like a public health epidemic rather than a social problem with criminal justice consequences.

Under Lt. Governor Pence's leadership, the 2004 Drug Summit Assessment process began the work of shaping the policy that would carry the Commonwealth into the future. Following the drug summit and its 16 public input meetings across the state, we realized there was no question about the seriousness of the drug problems that we face.

Based on recommendations from the 51-member drug summit panel, the Office of Drug Control Policy was established by executive order in Sep-

tember 2004. This newly-formed office is responsible for coordinating efforts across three domains — drug prevention, treatment and law enforcement. We know that a balanced approach is required to be successful in this battle to rescue Kentucky's families and communities. For the first time in our history, the ODCP will be the centralized and coordinating entity among state agencies that have not traditionally worked together. The ODCP will identify and implement promising practices and efficiencies in all of these areas.

I would like to extend sincere appreciation to Sylvia Lovely, the interim executive director, for establishing and setting the tone for the office. We are underway. In its brief existence, the ODCP has begun work to expand treatment programs in detention facilities, create performance standards for drug task forces, and develop community needs assessment protocols. We are also examining laws and regulations related to drug manufacturing, distribution and use in the state. This important work is the foundation of a long-term approach to a very complex and critical problem.

ODCP WORK IS WELL UNDERWAY ON MANY FRONTS; CHALLENGES REMAIN

Interim Executive Director Sylvia Lovely



Lovely

On August 30, I began one of the more interesting and rewarding aspects of my 16-year career in community development — to organize and implement phase I of the governor's Office of Drug Control Policy.

I have often said that I took this interim position not because I needed more to do beyond my beloved work with the Kentucky League of Cities, its 370 member cities and the New Cities Foundation, but because I saw an opportunity to assist communities with a devastating, pressing problem they faced.

I was to learn much about this problem, more than I could have imagined. I was to hear mother tell heart-breaking stories of losing children to overdoses, addicts talk about the difficult and never-ending fight to loosen the grip of their hellish existence and police officers describe harrowing moments of a struggle for a gun in a drug deal gone bad.

I was to conclude that to escape this problem is to live a charmed life and that action must be taken immediately to take back this night for all Kentuckians and their communities.

As I leave the position of interim executive director and as I prepare to share with you my final report on the ODCP's progress so far in addressing substance abuse, it is fitting that I first thank those who presented me with this opportunity.

I begin with Governor Fletcher and Lt. Governor Pence, who I thank for their leadership in the effort to fundamentally change how we approach substance abuse and for giving me the opportunity to start this office. Thanks also go to Attorney General Stumbo for his contributions to the summit and to important legislative initiatives that are being developed out of the ODCP.

I especially want to thank my good friend Commissioner John Bizzack for his tenacity, strength and leadership (a topic on which he has written and is a sought-after lecturer) and to Thor Morrison, who served with grace and whose quiet intelligence nearly

MEETING DATES

February 28-March 1
Drug Endangered Children Training, Hazard, The Forum

March 7-8
Drug Endangered Children Training, Paducah, Executive Inn

March 10-11
Drug Endangered Children Training, Bowling Green, Holiday Inn University Plaza



invented the art form of the often difficult position of “interim” deputy director and point man on every issue we faced. Thanks go to Sharon Davis, Jamie Neal and Pam Smallwood, who also served in difficult interim roles and devoted hours and considerable expertise to the success of the office.

Finally, thanks go to Cleve Gambill, deputy secretary of the Justice and Public Safety Cabinet, for lending his passion for this issue and his patience to the young and fledgling ODCP and to this interim director.

Others throughout the cabinet and administration are to be thanked for their many contributions, especially Stephen Huffman and Renee Nighbert on the lieutenant governor’s staff.

It is with a twinge of sadness that I leave the position of interim director of the ODCP, but the time has come to move the agency to another phase and to a new set of staff leaders. I am pleased to say that the time has arrived precisely because of the groundwork that has been laid for success.

That groundwork came long before my arrival; it began when the Statewide Drug Control Assessment Summit was organized in February 2004. For that the credit goes to those mentioned previously. It was the organization of the summit around an important guiding principle that made all the difference and broken new ground in Commonwealth, the news of it reverberating outside of Kentucky.

As Governor Fletcher stated often, it is time to be effective in fighting substance abuse, not just tough. For that reason, law enforcement professionals—beleaguered heroes who had fought the war on drugs valiantly through the years—and professionals from the fields of treatment and prevention/education joined to begin a three-pronged and strategic attack on the problem.

The 51-member summit proved on a small scale that innovative solutions could be found when these professional camps talked to one another and derived joint solutions. In a wide-ranging assessment, the summit presented a detailed blueprint for the ODCP—a blueprint that called for implementation of program efforts that were scientifically proven to be effective and, most importantly, for law enforcement, treatment and prevention/education activities to work together to determine the most effective strategies.

Clear from the outset and based on input at 16 public hearings was the need for additional, affordable and accessible treatment facilities and avenues as an alternative to incarceration. Of course, heavy on all minds was the strong desire to stem the tide of demand through effective prevention activities, particularly with youth whose lives are being swallowed by the demon of substance abuse.

Finally, the assessment called for action and called for it immediately. As the lieutenant governor often eloquently observed, in no other problem area would we allow such an epidemic-like scourge to continue as we have this one.

By August 30, the summit had offered the foundation for better addressing and reducing substance abuse, and the ODCP began its formal existence.

I am pleased to say that in the approximately 150 days since August 30 much has been accomplished. We have more information and contacts with a variety of important stakeholders throughout the state and the nation: Legislators, cabinet secretaries and their representatives (particularly in the Education, Health and Family Services, and Justice and Public Safety Cabinets), private sector and local government representatives, media, the congressional delegation, drug task force directors, Karen Engle and her staff from Operation UNITE, professional associations and many more.

In a demonstration of the importance of Kentucky’s work, we are particularly proud that John Walters, director of the president’s Office of National Drug Control Policy, visited Kentucky twice and spoke to the uniqueness and importance of the Commonwealth’s comprehensive approach to substance abuse.

Work is well underway on a variety of other fronts outlined in the summit report. With the charge of the office to act as an umbrella, as a coordinating agency, the ODCP is collecting data on effective and scientifically proven program efforts in law enforcement, treatment and prevention; developing compliance standards for the drug task forces and local coalitions; and centralizing and identifying areas of data collection necessary for targeting solutions and the funding opportunities now being pursued by individual agencies that can be leveraged into bigger interdisciplinary funding efforts.

The ODCP has been particularly focused on drug court opportunities for the entire state and the establishment of peer-to-peer-based recovery centers modeled after the successful Hope Center in Lexington and The Healing Place in Louisville. Mini-summits, such as the prosecutor’s conference and the ODCP Media Day held on November 11, served to involve and educate segments of stakeholders. In another important initiative, the ODCP has taken the lead in coordinating a methamphetamine legislative packages sorely needed in our state to address the problems of meth production and use.

Finally, an important team has been formed to assist in oversight of the ODCP—the ODCP Transition Team—a small group of summit members and legislators who will provide the guidance that will be needed as the office moves forward. Thanks go to each of those team members whose work has just begun: Connie Payne, manager, Kentucky Drug Court; Greg Van Tatenhove, U.S. attorney; Pat Wear, commissioner, Department for Mental Health and Mental Retardation Services; Dr. William Hacker, commissioner, Department for Public Health; Mark Miller, commissioner, Kentucky State Police; Carl Leukefeld, University of Kentucky Center on Drug and Alcohol Research; Steve Kirby, Kentucky School Board Association; John Bizzack, commissioner, Department of Criminal Justice Training; Thor Morrison, staff assistant, Department of Criminal Justice Training; Jon Akers, Center for School Safety; Pierce Whites, deputy Kentucky attorney general; George Moore, commonwealth’s attorney; Karen Engle, Operation UNITE; Mardi Montgomery, deputy secretary, Education Cabinet; Rep. Gross Lindsay, House Judiciary chair; Sen. Robert Stivers, Senate Judiciary chair; Sen. Julie Denton, Senate Health and Welfare chair; Rep. Tom Burch, House Health and Welfare chair; Sen. Lindy Casebier, Senate Education chair; Rep. Frank Rasche, House Education chair.

I end with the formal announcement of the ODCP permanent staff and express my pride that in such a short time we were able to recruit such excellent, accomplished and dedicated personnel. I thank each and every one of them—Karyn Hascal, Sandra Harston, Van Ingram, Karen Jones, Debbie Spaulding, Amy Baker and Monica Sacre.

Again, allow me to thank all who have made a great beginning possible. I am humbled by the passion and the talent that has coalesced around the issue of attacking substance abuse in a consistent and intelligent manner. Many challenges remain. Among them is the funding mechanism that will allow this plan to reach its full potential. Another lies in convincing those skeptics that this approach is not “soft on crime” but is complementary to the efforts of those valiant law enforcement officials who have so dedicated their lives to making a difference.

The Kentucky Alliance for Drug Endangered Children, which is headed by the University of Kentucky and includes members from the Office of Drug Control Policy and more than 40 other agencies, is sponsoring the training.

These sessions will allow the multidisciplinary teams of participants to get up-to-date information and the alliance's ongoing support. They will also provide an opportunity for alliance steering committee members to learn from service providers what resources they have and those that they need to handle DEC instances. There will be ongoing training and service support for local coalitions and community DEC alliances later this year.

The trainings are intended for groups of professionals who work with children and families in homes throughout Kentucky. Targeted groups include law enforcement, child protective service workers, family resource center social workers, health care providers, and emergency medical professionals. Child mental health specialists and in-home support service providers are also encouraged to attend.

Available training dates and locations are:

- February 28-March 1, Hazard, The Forum
- March 7-8, Paducah, Executive Inn
- March 10-11, Bowling Green, Holiday Inn University Plaza

The training scheduled for March in Lexington is full.

To learn more and register for training, please visit the Web at <http://www.ca.uky.edu/heel/DEC.htm>.

Kentucky is the first state in the nation to approach the problem of drug-endangered children by forming a statewide alliance.

The alliance's steering committee members are from the Office of Drug Control Policy, the state's Department for Public Health, the Kentucky National Guard, the state's Division of Protection and Permanency (child and adult protective services), Pennyridge Narcotics Task Force, Kentucky State Police, Kentucky Crime Prevention Coalition, the Kentucky Medical Examiner's Office, Kentucky Board of EMS – Emergency Services for Children Project, and the Appalachian health education centers.

Members and steering group members represent many Kentucky organizations that seek to provide healthy environments and better futures for all of Kentucky's children.

KY-ASAP CONTINUE WORK AS KY-CDAP

The Kentucky Agency for Substance Abuse Policy (KY-ASAP) began working with citizens in Kentucky communities in 2000 to identify needs and resources to overcome local problems with illegal drugs and underage tobacco and alcohol use. In an exciting new development, KY-ASAP is poised to contribute even more to its communities as a new organization, the Kentucky Community Drug Assessment Program.

KY-CDAP will place the resources of the Office of Drug Control Policy in the hands of local communities so they can assess their areas' specific issues and service needs in substance abuse prevention, treatment and enforcement. KY-CDAP will be the community arm of ODCP, with local boards delivering input directly from communities to the agency and allowing the ODCP to coordinate a response to effectively address the needs.

The local boards already exist; they are the KY-ASAP boards throughout the state, and they will continue to play their important role. KY-CDAP will continue the community-based needs assessment process

that began with the work of the Statewide Drug Control Assessment Summit, which traveled the state last year to hear from citizens, officials and representatives of prevention, treatment and enforcement programs about the substance abuse issues and needs in their communities. KY-ASAP, now KY-CDAP, became part of the ODCP as a result of the summit.

Community input and involvement is vital to better addressing and reducing the drug problem in the Commonwealth. The community-needs assessment process gives the state a way to update the extent of drug problems in localities across Kentucky and identify and address community-level needs in the context of statewide resources. The process also offers citizens a forum for voicing their concerns. It is important for public policies to be aired in public forums and for agencies to get feedback about how the policies are affecting communities.

The KDCAP has two major goals. One is to create community involvement and investment in identifying and addressing local substance abuse problems. The other goal is to combine community information with statewide data to better understand community problems and service needs and maximize statewide resources to help address community needs.

As community needs are better identified and understood, the effort will contribute to the development of grants and policy changes.

To assist them in their efforts, the local boards will be able to request assistance from the ODCP, KY-CDAP's parent agency. Services that the boards may apply for include technical assistance from ODCP staff, funding to support mailing of survey instruments, funding to support staff assisting with assessment or planning activities, coordination and leadership at community meetings, referral for grant-writing assistance and for technical assistance from specialists.

The work of the KY-CDAP will be evaluated to provide information regarding progress toward the program's goals. When possible, KY-CDAP will be linked with the effort to conduct prevention needs assessments through the state incentive grant that the ODCP is coordinating, but unlike in that plan, the KY-CDAP will not develop a statewide strategy. It will focus on local issues and needs.

KY-ASAP is a successful model of community members working together to take the lead in gathering data and providing resources to fight illegal drugs. As it takes on this new role of KY-CDAP, the program will work hand in hand with the ODCP to contribute even more to our Kentucky communities.

ODCP COORDINATING NEW GRANT

Kentucky has received an \$11.5 million federal grant to increase the effectiveness of substance abuse prevention at the state and local levels through agencies working together to strategically plan prevention efforts.

As the state agency responsible for coordinating data collection and research in drug prevention, treatment and enforcement, the Office of Drug Control Policy will coordinate the prevention work under the grant, along with other statewide prevention initiatives.

The state incentive grant from the Center for Substance Abuse Prevention is named the Strategic Prevention Framework and calls for a statewide, strategic prevention plan, which will include needs assessments.

For those counties with greatest need, part of the grant is to be used to implement effective prevention programs that will later be evaluated for their effectiveness.

DRUG TASK FORCES CREATING UNIFORM STANDARDS



Tommy Loving, director of the Bowling Green-Warren County Drug Task Force, offers input during the first meeting of the Office of Drug Control Policy's Drug Task Force Standards Committee. To Loving's left are Jeff Scruggs, Barren County Drug Task Force director; Maj. Mike Sapp of the Kentucky State Police; and Wayne Edwards, director of the Greater Hardin County Narcotics Task Force.

Drug task force directors and members from across Kentucky have been working with the Office of Drug Control Policy to develop model policies, procedures and standards for the task forces.

The ODCP asked the directors to come together as the Drug Task Force Standards Committee based on the Statewide Drug Control Assessment Summit's recommendation. The Summit said that the task forces played an important enforcement role in drug control and that uniform standards needed to be implemented to assure that they were performing effectively. The committee has adopted a model policy manual to be a resource for future and existing task forces.

The group has also developed operating procedures and standards form that the ODCP and the Justice and Public Safety Cabinet's Grants Management Branch will use during on-site inspections of the task forces' facilities, which will begin later this year. The Grants Management Branch is working with the ODCP and the task forces because it is the administrator for funds that the task forces receive through a grant.

When the standards committee meets again, which will be in March or April, it is scheduled to begin working with the ODCP to develop performance-based measures to evaluate the task forces' effectiveness and performance beyond the quantity of drugs seized or arrests made.

Among those programs are the Commonwealth's multijurisdictional drug task forces, most of which are comprised of law enforcement officers from several police departments and sheriffs' offices. There are also some stand-alone task forces that cover particular areas of the state.

Kentucky has 13 of these multijurisdictional task forces that are partially funded through the Byrne Grant program, a Bureau of Justice Assistance initiative that awards grants to states to assist with drug control and violent crime prevention. The Justice and Public Safety Cabinet considers applications and awards funds to state and local agencies based on an overall drug control strategy for the state. A 25-percent match is required from Byrne grant recipients and is usually provided by local units of government.

Some of the task forces have been in existence for more than 15 years, and others are in their first year of funding. Over time, they have proven to be an excellent investment. In fiscal year 2003-2004, the task forces investigated more than 5,000 cases, resulting in more than 2,600 arrests. During that same period, \$1.3 million in cash and assets was seized awaiting forfeiture, and \$645,443 was awarded to law enforcement.

The 2004 Statewide Drug Control Assessment Summit's findings revealed, as did those figures, that communities across Kentucky were struggling with substance abuse and the crime associated with it. At the same time, chiefs and sheriffs throughout the state told the Summit that they were struggling with tighter budgets and an increased demand for services.

Kentucky's drug task forces supply desperately needed help in combating crime and reducing the availability of drugs, but their narcotics investigations require special equipment, resources and training, and can be time consuming.

ODCP and the drug task force directors are now working together to improve data collection and develop standards, best practices and model policies and to ensure that the enforcement dollars that they receive through the Byrne grant and local matches are spent as effectively as possible.

Kentucky's drug task forces supply desperately needed help in combating crime and reducing the availability of drugs, but their narcotics investigations require special equipment, resources and training, and can be time consuming.

Most small agencies, which make up the majority of local law enforcement in Kentucky, cannot afford to maintain a unit so specialized as a drug task force. However, when the multijurisdictional model is used, resources are pooled and investigation targeted strictly at illegal drug activity are possible even in small towns and rural areas.

DRUG TASK FORCES PLAY VITAL ROLE IN ATTACKING DRUG PROBLEM

The Office of Drug Control Policy is constantly considering new programs in its effort to better address and reduce Kentucky's substance abuse problem. But our commitment to existing programs that have proven effective must not waver.

ALLIANCE FOR DRUG ENDANGERED CHILDREN OFFERS METH TRAINING

Social workers, law enforcement officers, healthcare providers and others who work with children and families in homes throughout Kentucky are encouraged to attend a national training on how being exposed to methamphetamine affects children's health. The training is available regionally three times between February and March.

Various state agencies have come together to draft the statewide, strategic prevention plan and work with their local counterparts in the targeted communities to implement research-based prevention programs and strategies. The agencies are the Department for Public Health, Education Cabinet, Department for Juvenile Justice, Department for Mental Health and Mental Retardation Services, Department of Family Resource and Youth Service Centers and the Governor's Highway Traffic Safety Program.

The comprehensive prevention needs assessment during the first year of the project will dictate specific state and community outcome goals for the prevention plan.

At the outset, the goals included reducing substance abuse-related problems in communities; preventing the onset and reducing the progression of substance abuse, including underage drinking; and increase prevention at the state and community levels.

The initiative is expected to last five to seven years.

ODCP PERSONNEL



Amy Baker began working as a special projects coordinator at the Office of Drug Control Policy in December. Prior to that she was a substance abuse treatment specialist for the Kentucky Department for Mental Health and Mental Retardation Services. She has more than eight years of experience in the field of substance abuse treatment.



Monica L. Sacre joined the Office of Drug Control Policy on January 1 as an administrative specialist III. She previously worked for the Kentucky State Police in the Office of the Commissioner and in the Operation Division.

Sacre has an associate's degree in paralegal studies.



Jim Acquisto, who was named head of the Kentucky Agency for Substance Abuse Policy in June, accepted an appointment in January as director of the state Alcoholic Beverage Control's enforcement division.

Acquisto, a 21-year law enforcement veteran, will supervise the approximately 35 sworn ABC investigators across the state. ABC investigators have full law enforcement authority and are tasked with enforcing alcoholic beverage and tobacco laws, as well as assisting other law enforcement agencies in Kentucky.

Kentucky ASAP became part of the Office of Drug Control Policy when Governor Ernie Fletcher created the ODCP in September.

In January, the ODCP announced that it would continue to benefit from the infrastructure of existing ASAP local boards, but was replacing ASAP with a new program, the Kentucky Community Drug Assessment Program.

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